

## Message Text

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ACTION SS-25

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13TH AF CLARK IMMEDIATE

S E C R E T SECTION 1 OF 2 MANILA 1078

EXDIS

MILITARY ADDRESSEES HANDLE AS SPECAT EXCLUSIVE

E.O. 11652: GDS  
TAGS: MARR, RP  
SUBJECT: PHILIPPINE BASE DISCUSSIONS: RATIONALE AND RECOMMEN-  
DATIONS FOR AGREED IMPLEMENTING ARRANGEMENTS

REF: (A) MANILA 795; (B) MANILA 890; (C) MANILA 561

1. SUMMARY. THIS CABLE PROVIDES RATIONALE AND RECOMMENDA-  
TIONS ON THE TEXT OF AGREED IMPLEMENTING ARRANGEMENTS  
(IA) PROVIDED SEPTEL. THAT TEXT, INCLUDING OPTIONS, IS  
BASED UPON AND SUPPLEMENTARY TO THE PROPOSED EXCHANGE OF  
DIPLOMATIC NOTES (REF A) AND THE CONTINUING APPLICABILITY  
OF THE MILITARY BASES AGREEMENT (MBA) OF 1948, AS AMENDED,  
AND THE NUMEROUS OTHER AGREEMENTS WHICH IMPLEMENT AND/OR  
COMPLEMENT THE MBA. WE HAVE, WHEREVER POSSIBLE, USED  
LANGUAGE WHICH WAS PREVIOUSLY AGREED AD REFERENDUM,  
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IN 1976. END SUMMARY.

2. PARA 3 BELOW PROVIDES THE SPECIFIC RATIONALE FOR  
EACH PARAGRAPH OF THE IA AND PARAS 4 AND 5 BELOW CONTAINS OUR  
RECOMMENDATIONS ON THE VARIOUS OPTIONS. ALTHOUGH NOT  
LISTED IN THE DRAFT IA, OPTION ONE, IN THE CASE OF CROW  
VALLEY AND THE SUBIC WATERSHED, WOULD BE TO STAND FAST

ON OUR PRESENT POSITION THAT CROW VALLEY AND THE SUBIC WATERSHED MUST REMAIN WITHIN THE U.S. FACILITIES AS REPRESENTED ON THE MAPS PRESENTED TO THE GOP IN DECEMBER 1977. ADDITIONALLY, THERE IS AN OPTION TWO ON THE SUBIC WATERSHED, NAMELY THAT IT REMAIN WITHIN THE U.S. FACILITY BUT THAT THE U.S. WATERSHED MANAGEMENT PROGRAM BE CONDUCTED IN ACCORDANCE WITH A U.S. NAVY-BUREAU OF FORESTY MEMORANDUM OF AGREEMENT AND A JOINT MANAGEMENT PLAN TO BE DEVELOPED. WORDING TO COVER THESE OPTIONS IS NOT INCLUDED IN THE IA SINCE BOTH CROW VALLEY AND THE SUBIC WATERSHED WOULD REMAIN WITHIN THE U.S. FACILITY AND THUS WOULD NOT BE "DESIGNATED AREAS."

3. FOLLOWING SUBPARAGRAPHS PROVIDE RATIONALE FOR DRAFT LANGUAGE IN THE IA:

A. PARA 1. PROPOSED LANGUAGE IN THIS PARAGRAPH IS INTENDED TO RETAIN THE APPLICABILITY OF THE PROVISIONS OF THE MBA TO THE PHILIPPINE MILITARY BASES AS WELL AS TO THE U.S. FACILITIES. IT ALSO AVOIDS DETAILED AND POTENTIALLY TROUBLESOME REWRITE OF EACH PART OF THE MBA WHERE THE WORDS "BASE" OR "U.S. BASE" APPEAR.

B. PARA 2. (INTRODUCTORY LANGUAGE) THE FIRST SENTENCE REFLECTS OUR EFFORT TO USE THE DIPLOMATIC NOTE AND MAPS ATTACHED THERETO TO MEET PHILIPPINE SENSITIVITIES  
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BY THE EXCLUSION OF CERTAIN AREAS FROM THE U.S. FACILITIES, WHILE USING THE IA AND THE MAPS ATTACHED THERETO TO RETAIN U.S. USE OF THE DESIGNATED AREAS ON THE SAME BASIS AS BEFORE. ALTHOUGH ALL RELEVANT ARTICLES OF THE MBA WILL APPLY TO THE DESIGNATED AREAS, THE ORPERATIONAL RIGHTS SET OUT IN ARTICLE III OF THE MBA ARE OF SUCH CRITICAL IMPORTANCE THAT WE CHOSE TO INCORPORATE THEM BY SPECIFIC REFERENCE. THE SECOND SENTENCE OF PARA 2 COVERS THE TRAINING AREAS (E.G. HAD-JAD WATERSHED TROOP TRAINING AREA AND ALL ZAMBALES PENINSULA TRAINING AREAS) AND OTHER MISCELLANEOUS NEEDS SUCH AS RANGE-RELATED MOBILE RADAR LOCATIONS IN ZONE B, ROADS, FIRING RANGE IN ZONE A, ETC. THIS IS BASED UPON THE ASSUMPTION THAT THE MAPS ATTACHED TO THE EXCHANGE OF NOTES WILL INCORPORATE INTO THE PHILIPPINE BASE THE TRAINING AREAS NOT PRESENTLY PART OF THE U.S. BASE. THE THIRD SENTENCE OF APRAGRAPH 2 BUILDS UPON THE PRESENT U.S. RIGHTS SPELLED OUT IN ARTICLES III AND IV OF THE MBA. IT IS NOT CONSIDERED NECESSARY TO SPELL OUT PHILIPPINE RIGHTS OF MOVEMENT ON THE PHILIPPINE BASES OUTSIDE THE FACILITIES, AND WE HAVE DELIBERATELY LEFT OUT ANY PHILIPPINE RIGHTS OF MOVEMENT THROUGH THE U.S. FACILITIES, EXPECTING THE PHILIPPINE

BASE COMMANDER AND THE UNITED STATES COMMANDER TO WORK  
IT OUT IN THE JOINT SECURITY PLAN.

C. PARA 2.A. (CROW VALLEY BOMBING AND GUNNERY  
RANGE) WHILE THE FILIPINOS WERE INITIALLY VAGUE AS TO  
WHAT THEY MEANT BY WANTING CROW VALLEY UNDER THEIR  
"ADMINISTRATION," OUR UNDERSTANDING IS THAT WE CAN HAVE  
CROW VALLEY AS BEFORE BY MAKING A SIMPLE CONCESSION

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S E C R E T SECTION 2 OF 2 MANILA 1078

EXDIS

MILITARY ADDRESSEES HANDLE AS SPECAT EXCLUSIVE

TO THEIR POLITICAL NEEDS. ACCORDINGLY, WE HAVE USED  
LANGUAGE BASED UPON PHILIPPINE EXPLANATION THAT BY  
"ADMINISTRATION" THEY MEANT PROVIDING PERIMETER SECURITY  
AND REDUCING CONFRONTATIONS. THIS EXPLANATION WAS  
REAFFIRMED BY GENERAL ESPINO DURING DISCUSSION ON JANUARY 17,  
1978 (REF B). WE CONDITIONED "PERIMETER SECURITY" AND  
"REMOVAL OF TRESPASSERS" UPON "OPERATIONAL NEEDS" IN THE  
CASE OF CROW VALLEY, SINCE WE DO NOT PRESENTLY PROVIDE  
FULL PERIMETER SECURITY THERE NOR IS IT NECESSARY TO  
REMOVE ALL SQUATTERS. AIR SPACE AS WELL AS SURFACE  
INGRESS AND EGRESS WILL CONTINUE TO BE PROTECTED BY THE  
UNMODIFIED PORTIONS OF THE MBA AND THUS IS NOT ADDRESSED.  
THE TERM "RANGE RELATED U.S. EQUIPMENT" APPLIES TO

EQUIPMENT, SUCH AS SOME THREAT RADARS, WHICH FROM TIME  
TO TIME WILL BE POSITIONED TEMPORARILY OUTSIDE THE  
LIMITS OF CROW VALLEY ALTHOUGH STILL WITHIN THE  
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PHILIPPINE MILITARY BASE.

D. PARA 2.B. (SUBIC BAY WATERS/GRANDE ISLAND)  
THESE WILL PROBABLY BE THE MOST DIFFICULT IA ISSUES  
BECAUSE OF THE STRONG PHILIPPINE POSITION THAT NONE OF  
THE WATERS NOR GRANDE ISLAND SHOULD BE PART OF THE  
U.S. FACILITY. WE HAVE DEVELOPED OPTIONS OF DECREASING  
DESIRABILITY TO US BUT WHICH MOVE PROGRESSIVELY TOWARD  
PHILIPPINE DESIRES.

E. PARA 2.C. (SUBIC WATERSHED) LANGUAGE FOR THIS  
PARAGRAPH PARALLELS THE "CROW VALLEY FORMULA."  
IT PRESERVES U.S. MANAGEMENT AND CONTROL OF THE WATERSHED  
INCLUDING SELECTIVE TIMBER HARVESTING WITHOUT BEING  
DEPENDENT UPON A SEPARATE MEMORANDUM OF AGREEMENT.

F. PARA 3. THE PARAGRAPH RELATING TO THE PHILIPPINE  
BASE COMMANDER IS PURPOSELY BRIEF. WE USED THE COMMAND  
AND SECURITY ARTICLES FROM THE 1976 NEGOTIATIONS IN  
FORMULATING DRAFT TEXTS FOR THE EXCHANGE OF NOTES AND  
THE IA. WE DID NOT USE THE ADMINISTRATION ARTICLE AS  
WE CONSIDER THE STATIONING OF PHILIPPINE OFFICIALS WITHIN  
THE U.S. FACILITIES AS BEING OUTSIDE THE CHARTER OF  
PHASE A. THE PHILIPPINES HAVE PREVIOUSLY TAKEN UMBRAGE  
AT ANY SUGGESTION THAT THE PHILIPPINE BASE COMMANDER'S  
DUTIES BE OUTLINED IN A PHILIPPINE-U.S. AGREEMENT, ON  
THE GROUNDS THAT AUTHORITY AND RESPONSIBILITIES FLOW  
TO THE PHILIPPINE BASE COMMANDER ONLY FROM HIS GOVERNMENT.

4. THE DRAFTING COMMITTEE WHICH INCLUDED ELEMENTS  
FROM THE PERTINENT MILITARY COMMANDS AND THE EMBASSY  
HAS RECOMMENDED THE FOLLOWING U.S. POSITION FOR THE  
VARIOUS ISSUES:

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- (1) CROW VALLEY RANGE - OPTION TWO
- (2) SUBIC BAY WATERS/GRANDE ISLAND - OPTION TWO  
PREFERRED - OPTION THREE FALLBACK
- (3) SUBIC WATERSHED -OPTION THREE

5. THE AMBASSADOR, WHILE FULLY APPRECIATING THE RATIONALE

FOR THESE RECOMMENDATIONS AND FULLY PREPARED TO PRESENT THEM TO THE PHILIPPINE SIDE, FEELS THAT A DIFFERENT SET OF OPTIONS ON SUBIC BAY WATERS AND GRANDE ISLAND WOULD REPRESENT A PREFERRED NEGOTIATING POSITION. HE BELIEVES THAT OPTION TWO ON SUBIC BAY AND GRANDE ISLAND DOES NOT REPRESENT SUFFICIENT MOVEMENT FROM OPTION ONE WHICH IN EFFECT HAS ALREADY BEEN REJECTED BY THE PHILIPPINE SIDE. HE BELIEVES THAT OPTION THREE WOULD REPRESENT A MORE DEFENSIBLE POSITION AND ONE THAT HE COULD MORE EFFECTIVELY CARRY TO PRESIDENT MARCOS IF THIS IS NECESSARY. ON THE SUBIC WATERSHED, HE QUESTIONS WHETHER WE NEED TO GO TO OPTION THREE AT THIS TIME AND BELIEVES THERE IS A CHANCE OF GETTING ACCEPTANCE OF OPTION TWO.

6. COMUSNAVPHIL HAS BEEN REQUESTED TO SUBMIT RECOMMENDATIONS ON BOUNDARY LINES FOR SUBIC BAY WATERS UNDER THE VARIOUS OPTIONS THROUGH SERVICE CHANNELS. WE WILL SUBMIT ANY NECESSARY ADDITIONS TO THE IA AFTER WE HAVE RECEIVED THE WASHINGTON APPROVED MAPS AND POSITIONS ON JOHN HAY, WALLACE AND SAN MIGUEL. ISSUE OF ADDITIONAL HECTARES AT CLARK AND SUBIC WILL NOT BE ADDRESSED UNTIL THE AFP TEAMS MENTIONED IN REF B HAVE VISITED THE BASES, THEIR POSITIONS ARE KNOWN AND A WASHINGTON APPROVED U. S. RESPONSE HAS BEEN DEVELOPED. THIS WILL PROBABLY NOT OCCUR PRIOR TO THE END OF JANUARY, BUT WE DO NOT BELIEVE THAT WE SHOULD HOLD UP U.S. PRESENTATION OF NOTE AND IA. MAPS ATTACHED TO THE NOTE WILL THEN BE REVISED TO REFLECT ANY NEW POSITION.

7. ACTION REQUESTED:

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A. EARLIEST POSSIBLE APPROVAL OF MAPS AND PROPOSALS FOR JOHN HAY, WALLACE AND SAN MIGUEL.

B. RECEIPT OF WASHINGTON GUIDANCE ON ENTIRE PACKAGE, I.E., DRAFT TEXT OF U.S. NOTE AND PROPOSED IA, NO LATER THEN JANUARY 28 SO THAT WE CAN PRESENT U.S. POSITION TO GOP BY END OF JANUARY.  
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## Message Attributes

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**Copy:** SINGLE  
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